



# City of Santa Barbara California

## PLANNING COMMISSION STAFF REPORT

**REPORT DATE:** October 7, 2010  
**AGENDA DATE:** October 14, 2010  
**PROJECT ADDRESS:** Highway 101 from Milpas Street to Hot Springs (MST2004-00691)  
 Highway 101 Operational Improvements Project Construction Update  
**TO:** Planning Commission  
**FROM:** Planning Division, (805) 564-5470  
 Danny Kato, Senior Planner *DK*  
 Rob Dayton, Principal Transportation Planner

### I. INTRODUCTION

The Planning Commission approved a Coastal Development Permit for the Highway 101 Operational Improvements Project in December 2004. The Conditions of Approval were adopted by Resolution #059-04 (available upon request) and require that annual updates be provided by the applicant to the Planning Commission on the progress and status of the project. Four updates have been provided, the last on April 2, 2009. The applicant has submitted a letter (see Exhibit A) that provides the Planning Commission with additional information on the required status and progress report.

### II. PROJECT STATUS

In July 2008, construction began on the project and has continued since then. Substantial progress has been made since construction began. Details regarding progress are documented in a project memorandum from Caltrans and the Santa Barbara County Association of Governments (SBCAG), which is Exhibit A, attached. In summary, since the last update the following items have been completed:

- Coast Village Road Roundabout, sidewalks and landscaping
- Much of the sound walls along Highway 101
- Milpas Street on and off ramps
- Southbound third lane between Milpas St. and ½ mile past Hot Springs Rd.
- Northbound on-ramp improvements at Cabrillo Blvd.
- Southbound off-ramp improvements at Hot Springs Rd./Cabrillo Blvd.

Many other aspects of the project are under construction.

### **Cabrillo Boulevard Pedestrian and Bicycle Improvements**

One of the conditions of the CDP was the connection of the Beachway pedestrian and bicycle facility from the Bird Refuge under the railroad and freeway up to Coast Village Road. In order to complete the pathway, a tunnel was designed to go under the Union Pacific railroad. Caltrans and SBCAG anticipated that this portion of the project might be difficult to complete, so in order to prevent a delay in the freeway project, the City Council agreed to separate that section of the project.

As the attached letter describes, Caltrans and SBCAG have not had success with Union Pacific, which will not agree to a tunnel. Union Pacific will agree to a complete replacement of its bridge, but at a much higher cost, and potential removal of mature trees in the area. At this point, the project team is requesting that the Planning Commission consider elimination of the CDP condition or an alternative design that is presented in the attached Caltrans letter. The alternative design would use the existing space underneath the railroad bridge to accommodate a substandard pedestrian/bike path that is 4 to 6 feet wide. The change in the project will require a subsequent hearing for an amendment to the CDP.

Because the temporary path would be located on City right-of-way, the City would incur all the liability for its safe operation. Accordingly, Staff would require that an engineer hired by SBCAG and/or Caltrans endorse the temporary design, and set the parameters of its operation, and that the proposal be accepted by our own engineering team.

If approvable, City staff would view this substandard path as temporary, and look for every opportunity to provide a more appropriate, permanent pedestrian and multi-purpose access path in this area. Potential future opportunities could include the pending CDP for the Highway 101 HOV Project, or as a result of actions by Union Pacific that require a CDP. Conditions of approval requiring the replacement of the temporary, substandard multi-purpose path with a permanent path could be placed on these types of projects. Staff also recommends that agreements be made with SBCAG and/or Caltrans now for the replacement of the proposed temporary path with a permanent path as soon as possible. Perhaps a condition of approval to this effect could be included if the temporary multi-purpose path is approved.

### **Third Northbound Travel Lane**

The project team met with staff to discuss the possibility of amending the project's CDP to include a third northbound travel lane between the Cabrillo and Milpas Interchanges. Currently, the project is designed to have auxiliary lanes (ramp to ramp) between Cabrillo and Salinas, and Salinas and Milpas. The future Highway 101 HOV Lane Project will propose a third northbound lane. The project team indicates that there would be cost savings and that construction impacts could be reduced by incorporating the third lane in the current project. Staff agrees that building the third lane now would be advantageous to avoid future construction impacts and to reduce congestion in the area sooner.

Although Caltrans had initially thought that removal of the median landscaping would not be necessary in order to construct the third lane, Caltrans has since determined that the third lane will require the elimination of an approved (not yet constructed) median planting for up to 600 feet, with median width

reductions for an additional distance in each direction, in order to meet the design standards for the Salinas on- and off-ramps. The eventual removal of a portion of the planted median was not discussed with the City when the Highway 101 Operational Improvements were originally reviewed and approved. Caltrans is reviewing the design to maximize the amount of landscape in the area. Staff recommends that the Highway 101 Joint Design Subcommittee, consisting of two PC members, two ABR members, and one HLC member, work with the Caltrans team in detail.

Another consideration is that the City would need to move forward with a CDP amendment before the New Year in order for the project to be successfully constructed by the contractor that is constructing the current project. If this deadline is not met, the work will need to wait for the eventual Highway 101 HOV Lane Project and be performed under a different contract.

### III. CONCLUSION

The US 101 Highway Improvement Project has made substantial progress since its approval in late 2004 and the last update in April, 2009. The Project team would like the Planning Commission to weigh in on potential changes to the original project description concerning the Cabrillo/Hot Springs Interchange Pedestrian and Bike Improvements. Additionally, the Project team would like the Planning Commission to provide feedback regarding a potential amendment to the CDP to permit the timely construction of a third northbound lane between the Cabrillo and Milpas Interchanges.

Exhibit: Memo from Caltrans and SBCAG, September, 17, 2010

Previous Update Staff Reports may be found on the City's website, using the following links:

March 2, 2006:

[http://www.santabarbaraca.gov/Documents/Advisory\\_Groups/Planning\\_Commission/Archive/2006\\_Archives/04\\_2006\\_Staff\\_Reports\\_Archive/2006-03-02\\_March%202006\\_Item\\_IV\\_A\\_Highway\\_101\\_Improvement\\_Project\\_Update.pdf](http://www.santabarbaraca.gov/Documents/Advisory_Groups/Planning_Commission/Archive/2006_Archives/04_2006_Staff_Reports_Archive/2006-03-02_March%202006_Item_IV_A_Highway_101_Improvement_Project_Update.pdf)

March 8, 2007:

[http://www.santabarbaraca.gov/Documents/Advisory\\_Groups/Planning\\_Commission/Archive/2007\\_Archives/06\\_2007\\_Staff\\_Reports/2007-03-08\\_March%202007\\_Item\\_IV\\_U.S.%20101%20Improvement%20Project%20Update%20Report.pdf](http://www.santabarbaraca.gov/Documents/Advisory_Groups/Planning_Commission/Archive/2007_Archives/06_2007_Staff_Reports/2007-03-08_March%202007_Item_IV_U.S.%20101%20Improvement%20Project%20Update%20Report.pdf)

February 7, 2008:

[http://www.santabarbaraca.gov/Documents/Advisory\\_Groups/Planning\\_Commission/Archive/2008\\_Archives/06\\_2008\\_Staff\\_Reports/2008-02-07\\_%20February%202008\\_Item%20IV%20Highway%20101%20Operational%20Improvements%20Project%20Staff%20Report.pdf](http://www.santabarbaraca.gov/Documents/Advisory_Groups/Planning_Commission/Archive/2008_Archives/06_2008_Staff_Reports/2008-02-07_%20February%202008_Item%20IV%20Highway%20101%20Operational%20Improvements%20Project%20Staff%20Report.pdf)

April 2, 2009:

[http://www.santabarbaraca.gov/Documents/Advisory\\_Groups/Planning\\_Commission/Archive/2009\\_Archives/05\\_Staff%20Reports/2009-04-02\\_April%202009%20Item\\_V\\_Highway%20101%20Operational%20Improvements%20Project%20Staff%20Report.pdf](http://www.santabarbaraca.gov/Documents/Advisory_Groups/Planning_Commission/Archive/2009_Archives/05_Staff%20Reports/2009-04-02_April%202009%20Item_V_Highway%20101%20Operational%20Improvements%20Project%20Staff%20Report.pdf)





## Project Memorandum

Date: September 17, 2010

To: Danny Kato, Senior Planner, City of Santa Barbara  
Rob Dayton, Supervising Transportation Planner, City of Santa Barbara

From: David Beard, Project Manager, Caltrans  
Fred Luna, Project Manager, SBCAG

Project: Highway 101 Operational Improvements – Milpas to Cabrillo-Hot Springs

In December 2004, Caltrans, acting as the lead agency on this project, received approval of a Coastal Development Permit (CDP) from the City of Santa Barbara. Under the Conditions of Approval of the CDP, Caltrans was required to present annual updates to the City of Santa Barbara Planning Commission. Caltrans and SBCAG have worked cooperatively with City staff to present four updates with the last update being presented on April 2, 2009.

The project team (Caltrans and SBCAG) have collaborated with City staff in the preparation of the content of this year's PC update. Specifically, more detail has been included at the request of City staff on the Cabrillo Undercrossing pedestrian improvements. The report also includes an overview of actions that would be needed to add the northbound Salinas Street ramp improvements to the Milpas-Cabrillo Hot Springs project, to provide greater congestion reduction and improved safety, as has been requested by the Montecito Association.

The remainder of the update provides a status report in the following areas:

- Construction Progress Over the Last Year
- Community Outreach During Construction
- Right of Way and Utility Coordination
- Traffic Demand Management

SBCAG and Caltrans will give a presentation to the Planning Commission at its scheduled meeting on October 14.



Santa Barbara 101 Operational Improvement Project  
Milpas to Cabrillo-Hot Springs  
Annual Project Update to the Planning Commission  
**Coastal Development Permit (CDP) 2004-00013**

**October 2010**

**Background on Milpas Hot Springs Project and CDP**

The Coastal Development Permit (CDP) 2004-00013 granted to Caltrans on December 16, 2004 for the Highway 101/Milpas to Cabrillo-Hot Springs project included an improvement that would provide a multipurpose path on Cabrillo Boulevard from Los Patos Drive to Coast Village Road. The inset

shows how this facility called the Cabrillo Pedestrian and Bicycle Improvements was described in the CDP. A portion of this work from Coast Village Road to the Hwy 101 ramps has been completed. The second phase of this improvement would continue the multipurpose path under both the southbound lanes of Highway 101 as well as under the existing Union

***Cabrillo/Hot Springs Interchange Pedestrian Improvements***

Improved pedestrian and bicycle access through the interchange will be achieved with a multi-use pedestrian path that runs from the corner of Los Patos & Cabrillo Blvd. towards the new roundabout and Coast Village Road. Designated bike paths will be incorporated into the roadway design on Cabrillo Blvd. from Los Patos to the new roundabout. A typical cross section along Cabrillo Blvd. includes two 12-foot lanes, one 12-foot turn lane, two 5-foot bike lanes, one 10-foot multi-purpose path, two 6-foot parkways and one 6-foot sidewalk.

A 12-foot pedestrian tunnel under the existing railroad overpass adjacent to Cabrillo Blvd. would be constructed. Lighting and art elements will be pedestrian scaled in this location.

The bus turnout and existing sidewalk will be modified at the corner of Los Patos & Cabrillo Blvd. to allow for construction of the pedestrian tunnel and multipurpose path.

Pacific Railroad (UPRR) tracks. The crossing under the UPRR tracks was originally planned as a tunnel as seen in the description in the CDP. Because of the technical aspects of tunneling, it was anticipated early on in the project development that there was high risk in not being able to deliver this feature in a timely fashion since it required approval from UPRR without delaying the remaining project improvements related to Milpas-Hot Springs Operational Improvements. Consequently, discussions began with City staff on implementing the Cabrillo Pedestrian and Bicycle improvements separately in a following phase of work.

**Phasing the Cabrillo Pedestrian and Bicycle Improvements**

Beginning in December 2006, SBCAG and Caltrans began the discussion with City staff on phasing the Cabrillo Pedestrian and Bicycle Improvements. Specifically, Phase I would include all Highway 101 related work and all local improvements except for the Cabrillo Undercrossing (UC) improvements. Phase II would include the Cabrillo UC. City staff endorsed this approach as it allowed the majority of the Milpas-Hot Springs improvements to enter construction in 2008 while work on Cabrillo UC continued sequentially.

The phasing strategy was presented to the City planning commission on March 8, 2007 with particular emphasis on the need to move the majority of the project components forward to



avoid escalation costs and also would allow time to work on technical details with UPRR on alternatives.

### **Response from UPRR on Cabrillo Pedestrian and Bicycle Improvements**

Beginning as early May 2005, SBCAG engaged UPRR on methods for completing the tunnel. A chronology of major events in the project development process is included as Attachment 1 to this report. In the 5 years this project has been under development, SBCAG has spent more than \$300,000 in developing geotechnical studies, field surveys, environmental review, structural analysis, design engineering and consultations with UPRR to develop a tunnel alternative acceptable to UPRR. Despite this level of effort and time on behalf of the design team to satisfy the concerns of UPRR related to a tunnel under their tracks, UPRR is not supportive of the tunneling approach.

Attachment 2 is most recent and final response to the tunneling proposal submitted by SBCAG in January 2010. The design team completed a specific geotechnical report that described the construction approach to undertake the tunneling operation so as to minimize impacts to the existing railroad infrastructure, bridge and tracks. This report was finalized in October 2009. In January 2010, a conference call was held with UPRR, which included Caltrans, SBCAG and City of Santa Barbara staff in which one of the action items was to formally submit the tunnel option to UPRR and request a response in writing. The proposal by SBCAG's design team was prepared to intently minimize any risk to the soil prism behind UPRR's structural abutments; however, notwithstanding the ability to eliminate all risk, UPRR was not supportive of any tunneling alternative.

In March 2010, UPRR senior engineering management staff for projects in southern California with input from senior structures engineering staff in Omaha provided an unequivocal response that denied the tunnel alternative. Furthermore in numerous discussions with UPRR representatives, they expressed their viewpoint that the existing tracks and bridge serve the railroad's operational needs and the tunnel for the multipurpose path provides no benefit to UPRR.

### **Current Conditions**

The UPRR bridge at Cabrillo Blvd is nearly 100 years old. The bridge is comprised of steel girders with a vertical clearance over Cabrillo of less than 15 feet -- non-standard vertical clearance for rail structures over local roads. The concrete abutments currently provide for "double-tracking" of the rail line though they do not meet current separation standards of 20 feet between tracks. Since the bridge and adjacent track are owned by UPRR, any improvements to the bridge or crossings under the track require approval from UPRR.



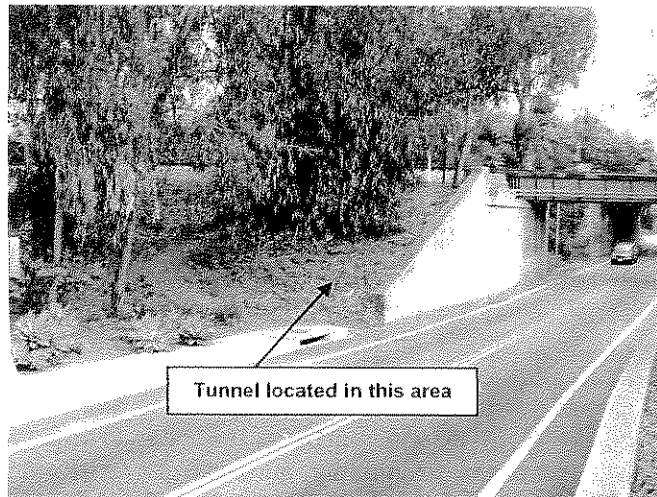
Cabrillo Blvd at this location accommodates approximately 11,000 vehicles per day (ADT). The current cross-section of Cabrillo Blvd under the UPRR bridge consists of 2 lanes of traffic approximately 11' wide and shoulders that vary from 2' to 4' in each direction. The Coast Route Bike Path extends through this area to



the waterfront. Though there is no documented history of accidents between pedestrians, bicyclists or autos under the railroad bridge, the City is concerned the constrained environment and vertical abutments discourages or impedes pedestrian and bicycle travel to and from the waterfront and Coast Village Road.

### Initial Design Approach

As previously indicated, the original approach for making the pedestrian and bicycle improvements along Cabrillo Blvd was to construct a tunnel under the railroad tracks behind the existing western abutment of the railroad bridge. It was acknowledged that this approach, even though it proposed to avoid the tracks and existing railroad bridge, would require approval from UPRR to cross beneath their railway.



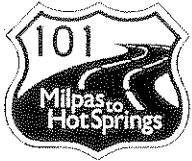
SBCAG and its design team took primary responsibility for the project development work related to this improvement. SBCAG retained a consultant to work on the Cabrillo UC improvements. The same consultant team was also instrumental in the development of the Montecito Roundabout and Old Coast Hwy Sidewalk improvements.

As a first step, the consultant team looked at how to refine the tunnel option and began engagement with UPRR representatives to understand initially any constraints or concerns that UPRR may have about the project. This was critical in that UPRR would ultimately need to approve any project crossing under their tracks. UPRR expressed the following concerns about the feasibility of any tunneling improvement/project:

1. Construction would induce lateral pressures on the existing embankment thus jeopardizing the integrity of the abutments.
2. Construction would impact freight operations by requiring closures and re-routing of freight and passenger trains for extended periods of time. Most of the scenarios that SBCAG presented required 8 to 12 hour work windows where train operations would be halted. SBCAG also suggested a scenario, which would be most efficient for construction, to have multiple single-day closures (two consecutive 24 hours periods). UPRR would only concede to work windows halting train traffic of four hours or less.

Despite their concerns about the pedestrian/bicycle tunnel, UPRR agreed to continue to review tunnel options but requested that the design team also develop alternatives that would replace the existing bridge. Thus, the SBCAG design team also looked at a number of bridge replacement options that met UPRR design guidelines for acceptable structure types and vertical clearance among other factors. Though UPRR conceptually preferred any alternative that would replace the existing bridge structure, they still had concerns about minimizing the impacts to freight/passenger operations during construction.





## Alternatives Analysis

The SBCAG design team prepared several tunnel and bridge alternatives that would meet the



various constraints placed on the project. In order to compare the alternatives on equal footing, the alternatives analysis included criteria such as: visual impacts, cost, right of way to be acquired, modifications to local streets, ability to meet ADA requirements, etc. In addition to the preliminary design work, SBCAG's consultant team also did a tree survey, prepared several construction strategy plans, and prepared a specific geotechnical study which required exploratory field work (drilling). One common feature of the bridge replacement options was the requirement to build a "shoofly" track in

order to avoid impacts to the existing rail operations during construction. The adjacent figure shows the alignment for the shoofly track being located north of the existing rail line, near the existing southbound lanes of Highway 101.

With any of the proposed bridge replacement options UPRR dictated the technical parameters (bridge type, clearance, ability to add aesthetic treatments) but also indicated that they felt the existing bridge was sufficient for their operations. Furthermore, UPRR has also expressed that if there was still interest in replacing the bridge by the local or Caltrans one of those agencies would have to sign a maintenance agreement whereby agreeing to take ownership and maintenance responsibilities for the bridge in perpetuity. Even if a bridge were a financially viable option, neither SBCAG or Caltrans would agree to assume the liabilities that come with owning and maintaining a bridge used by UPRR that spans a city street.



To complicate the bridge replacement options further, any bridge replacement is being required by UPRR to have a separate (temporary) "shoofly" structure be constructed to maintain freight and passenger operations during the course of construction.

The "shoo-fly" would need to be constructed to the north of the existing tracks due to the existing terrain and thereby would result if the following potentially significant environmental impacts:

#### Potential Environmental Impacts

- Removal of 33 skyline trees for construction of shoofly alignment
- Visual change to Cabrillo gateway based on bridge type approvable by UPRR

In addition, the bridge replacement and shoofly would have the following related concerns that could have negative impacts to the feasibility of the project:

#### Other Related Concerns

- Right of Way acquisition
- Possible lowering of Cabrillo Blvd to meet vertical clearance requirements
- Possible impact of shoofly bridge and track work with future Highway 101 HOV project
- Higher project development and capital costs
- Additional permitting challenges

#### Ideas Rejected by UPRR

As noted, SBCAG's design team has explored several alternatives and construction strategies as part of the project development efforts to date but for various reasons UPRR has rejected the following ideas:

- Traditional "cut and cover" construction operation for tunnel in lieu of hydraulic jacking.
- Segmented construction with reinforced grouting and horizontal piles to support embankment.
- Construction of new bridge adjacent to the existing bridge (north side) over Cabrillo Blvd to avoid shoofly construction.



### Environmental Re-evaluation

The original improvements related to the Cabrillo UC in the environmental document called for a tunnel alternative that would have minimal environmental impacts. Caltrans staff has indicated that the bridge replacement option, if implemented, would have significantly different environmental impacts, particularly in the area of visual resource impacts, that the environmental document for the Milpas/Hot Springs project would have to be amended and possibly re-circulated. The figure below shows how the removal of the 33 skyline trees would affect the visual character from the viewpoint of Highway 101.



### Coastal Development Permit Requirements

The conditions of approval related to the CDP included language as shown below to show that progress was being made with UPRR to develop the pedestrian and bicycle improvements along Cabrillo Blvd.

8. *UPRR Permit.* Submit evidence to the City of Santa Barbara copies of all permits obtained from UPRR for tunnel geotechnical borings, construction of pedestrian access through UPRR/Cal Trans R/W Tunnel, and "beautification easement" for landscape planting south of the highway along Zoo wall.

The SBCAG design team has complied with the requirements described above as follows:

1. A geotechnical report which included tunnel boring data was submitted to City staff. The report showed that SBCAG had right of entry permit to conduct geotechnical investigations on UPRR right of way for the purposes of evaluating a tunnel improvement.
2. An email from UPRR representatives (Attachment 2) has been included with this report which indicates that a permit request for construction of a tunnel would be denied by UPRR.

### Project Costs and Funding

To date, SBCAG has spent approximately \$300,000 in evaluating the various alternatives, conducting studies, and coordinating with UPRR on the Cabrillo UC. A majority of the funding has come from its Measure D regional fund balance under the SBCAG board's approval for funding of project development work for the Milpas/Hot Springs project. SBCAG has spent nearly all the available funding that had been allocated for what was envisioned as a tunnel project. Since limited project development funds remain, and based on the rejection by UPRR



of the tunnel option, SBCAG has ceased any additional work at this point in time. This decision was based on the fact that there is a significant shortfall in funding that would be needed for construction of a bridge replacement that are estimated to cost around \$7.0 to \$8.0 million. The total cost for the Cabrillo UC when considering project development work that would be needed is estimated at \$10.0 million. This is significantly more than the approximately \$3.0 million that was estimated for construction and project support of the tunnel alternative by comparison.

SBCAG has developed a funding plan for the tunnel that includes the following programmed and committed sources:

- \$900,000 in federal Highway Safety Improvement Program (HSIP)
- \$1,477,000 in STIP-TE
- Approximately \$500,000 in Measure D Regional
- Up to \$200,000 in City traffic development fees

This funding plan has been included as Attachment 3. As previously noted this likely would have been sufficient to fund construction and project support of the tunnel alternative. A key piece of information in Attachment 3 is the line shown as "Additional Funds Needed for the Bridge Replacement". This shows that an estimated \$6.2 million in additional funds in addition to what has been identified for the tunnel project would be needed to pay for a bridge replacement option. It also assumes that UPRR would contribute \$500,000 towards the estimated \$1.0 million cost of track improvements that would be needed under the bridge replacement option. This has not been committed to by UPRR. The likely funding sources to close the \$6.2 million shortfall if a bridge option is pursued are matching fund sources for Measure A projects that are scheduled to be constructed throughout the county, resulting in a competition for funding with projects that are likely to be a higher priority to the SBCAG board.

### Next Steps

It is SBCAG's and Caltrans' assessment that the project has been handed a setback with only bridge replacement options identified as feasible by UPRR. The bridge replacement options are significantly more expensive than a tunnel alternative which UPRR opposes. In addition to the unfunded cost of a bridge project, the possible impacts (environmental and other) in pursuing this alternative would extend far beyond what was anticipated with the tunnel alternative.

In June 2010, SBCAG's design team and staff conducted a guided field visit at the project site with City staff to review firsthand the potential impacts of the bridge replacement option. During the field meeting, SBCAG's team explained how the requirements being placed on the project (bridge replacement with a "shoofly") would result in a project significantly different than that proposed and conditioned as part of the Milpas Hot Springs CDP. Furthermore, SBCAG and Caltrans suggested that a more modest proposal be considered by the City whereby the Cabrillo pedestrian and bike improvements would be designed and constructed to avoid changes to UPRR facilities (and thus approval by UPRR).

SBCAG's design team formally presented the concept to Mayor Schneider, City Administrator Jim Armstrong, and public works staff at a meeting on September 8, 2010. City representatives supported presenting this concept to the Planning Commission for



260 North San Antonio Road, Suite 8  
Santa Barbara, CA 93101

Tel: 1-888-SB-Roads (1-888-727-6237)  
[www.sbroads.com](http://www.sbroads.com)

consideration as a potentially feasible alternative in lieu of the notion of a tunnel. The concept is shown in the map (Figure 1) on the next page. It incorporates comments received from city representatives at the meeting.

Under this concept, pedestrian and bike improvements would be designed and built from the new signalized intersection at the 101/Cabrillo off-ramps to Los Patos. Under the UPRR rail structure, the Cabrillo Boulevard cross-section would be modified to accommodate bikes and pedestrians without impacting the existing UPRR structure.

There was recognition that this concept was not optimal but feasible and fundable. It also was considered temporary only in that permanent improvements would require participation by UPRR when the time comes to replace their bridge and request a permit from the City of Santa Barbara.

SBCAG and Caltrans are proposing a field review with the Planning Commission to review the concept and get concurrence to begin developing the design details in conjunction with City staff to complete.

The new concept would be able to meet the intent of the CDP conditions of approval by providing pedestrian and bike improvements and connectivity between the waterfront and Coast Village Road.



**EXHIBIT A**  
**San Jose to San Francisco**

**Proposed Path Connections**

**Proposed Retaining Wall**

**Proposed Concrete Barrier**

**Approximate Existing City Right-of-Way**

**Proposed Handrail**

**Multimodal Path Section**  
 at UPRR Underpass  
 Approx. Length = 72 feet  
 SECTION A-A

Scale: 1" = 100 feet

Notes:  
 1. The multimodal path in section A-A is shown as a dashed line to indicate its approximate location. The actual path will be determined by the final design.  
 2. The path is shown as a dashed line to indicate its approximate location. The actual path will be determined by the final design.  
 3. The path is shown as a dashed line to indicate its approximate location. The actual path will be determined by the final design.



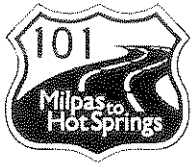


260 North Lincoln Avenue, Suite B  
Santa Barbara, CA 93101

Tel: (888) 58-Roads or (888) 727-6237  
www.sbroads.com

## Attachment 1 Project Activity Summary

Date	Milestone	Comment
October 2004	Caltrans and SBCAG execute design phase cooperative agreement for Highway 101/Milpas Hot Springs Operational Improvements	SBCAG responsible for project development work related to the Cabrillo UC pedestrian and bicycle improvements
December 2004	Caltrans is granted Coastal Development Permit for Highway 101/Milpas Hot Springs Operational Improvements	
May 9, 2005	SBCAG sends letter to UPRR requesting review of creation of undercrossing adjacent to Cabrillo in lieu of tunnel through a "cut and cover" traditional operation.	The SBCAG design team proposes this approach to avoid what UPRR perceived as issues with the "jacking" operation first envisioned.
May 26, 2005	UPRR and its design agent HDR send email response to May 9, 2005 letter.	UPRR responded with concerns about impacts to freight operations, impacts to future bridge replacement and safety concerns about tunnel length. <b>UPRR indicates for the first time that it "would consider replacement of the existing structure with a new railroad bridge..."</b>
August 11, 2005	SBCAG design team convenes meeting with UPRR to discuss Cabrillo UC improvements.	
November 10, 2005	SBCAG design team sends initial scenario for "bridge replacement".	The bridge type calls for a rolled steel beam bridge supported by concrete abutments/columns.
January 18, 2006	SBCAG design team convenes field meeting with UPRR representatives	
March 2, 2006	Annual Update to the City Planning Commission.	First indication to City PC that tunnel alternative may not be a feasible option and that railroad bridge replacement options were being evaluated.  City Staff report indicates that "...if funding cannot be secured, the bicycle path cannot be built" in reference to the increased cost of the bridge replacement
May 1, 2006	SBCAG design team and Caltrans hold phone conference to discuss options for preparing submittal on bridge replacement options to UPRR	Review the bridge types, potential impacts to Cabrillo, requests for design exceptions, etc.
July 28, 2006	SBCAG submits initial formal concept plan for bridge replacement alternatives.	Two alternatives submitted, one on existing alignment the other on a new alignment.
October 11, 2006	Extension of CDP granted by City Planning Commission	Original 2-year CDP length extended for an additional year.
January 30, 2007	Caltrans agrees that it will need to evaluate resource areas such as biology, archeology and visual as a result of bridge replacement options	
March 8, 2007	Annual Update to the City Planning Commission.	Project team first reports to City PC that a phasing strategy is being proposed so as not to delay the majority of the project improvements and to allow more time to develop the Cabrillo UC improvements with UPRR.  Project team indicates that the Cabrillo UC would be completed toward the latter stages of the Phase I of the project.
April 13, 2007	SBCAG prepares funding application for Highway Safety Improvement Program (HSIP) for Cabrillo UC project	



260 N. Milpas to Hot Springs Road, Suite B  
Santa Fe, NM 87505

Tel: 1-888-SB-Roads (1-888-727-6237)  
www.sbroads.com

Date	Milestone	Comment
June 28, 2007	SBCAG receives notice on HSIP Funding Application	SBCAG received notice from Caltrans on a funding application that was prepared in Spring 2007. Funding was not granted for the project.
February 7, 2008	Annual Update to the City Planning Commission.	Project team continues to report to City PC that bridge replacement alternatives are being studied as only feasible options for providing improved pedestrian and bicycle access under Cabrillo Blvd.
April 2, 2009	Annual Update to the City Planning Commission.	Project team continues to report to City PC that bridge replacement alternatives are being studied.
March 5, 2010	UPRR sends e-mail indicating tunnel option not acceptable	
July 8, 2010	Annual Update to the City Planning Commission (Planned)	





## Attachment 2 Correspondence from UPRR on Tunnel Alternative

From: [FFCHFUNG@up.com](mailto:FFCHFUNG@up.com)  
To: [Robinson, Steve](#)  
Cc: [Fred Luna](#); [Nichol, Goska](#); [Kenneth Tom](#)  
Subject: RE: Cabrillo Blvd project - Draft Foundation Report for the suggested tunnel  
Date: Friday, March 05, 2010 9:42:16 AM

Note: Freddy Cheung is the Manager of Industry and Public Projects for UPRR. He received input as well from Patrick Proski of UPRR Structures in Omaha, NE. The correspondence was sent to Steve Robinson, of Moffatt & Nichol Engineers, SBCAG's design consultant.

Steve,

UPRR is not willing to allow a tunnel to be installed in the mainline track embankment as requested by the Agency. We have previously stated this point in our multiple conference calls with the design team. Specific railroad concerns and issues noted in the report are outlined below:

1. This mainline track location does not provide alternative routes to maintain freight and commuter service in the event that the track is destabilized due to construction activities. UPRR would be forced to hold trains until the failure cause is identified, repaired, inspected and the track is placed back into service. In short, tunneling operations bring an unacceptable level of risk to mainline track operations.
2. The use of a tunnel shield as suggested on page 6 is typical in tunnel installations but effectively causes the hole to be over excavated. This over excavation then leads to ground and surface settlement which is unacceptable.
3. Sheet 6 also suggest permeation grouting and "spiles" could be used to limit this potential deformation. UPRR track and bridge maintenance forces do not allow/support the use of permeation grouting in the railroad embankment. UPRR has experienced problems with the grout operations raising/displacing the tracks, the grout creating soft spots in the embankments and "frac-out" problems where the grout seeps to the surface and contaminates the ballast sections.
4. Sheet 8 section 5.1.1 indicates that the embankment may contain "**cobbles and boulders**" and also uses the term "**fast raveling**" to describe the soil matrix. These soil conditions are not suited for tunneling and would be putting the contractor in a position to destabilize the railroad embankment which is not acceptable.
5. Sheet 8 section 5.1.2 indicates settlement of 1-1/4" is expected using ideal tunneling practices. This does not meet the tolerance required to keep the track within acceptable Federal Railroad Administration (FRA) and UPRR tolerance for Class 5 track.
6. Sheet 9 section 5.1.5 suggest a minimum of 15 feet of cover, but this proposal provides only 11.5 ft due to ground water concerns further reinforcing this location is not suited for tunneling.
7. Sheet 11 section 5.2.1 discusses anchor capacity. UPRR does not allow the use of permanent tie back or anchors on UPRR R/W.
8. Sheet depicting soil boring numbers and soil types indicates boulder refusal at boring TP-6 at Elevation 31.0 which would conflict directly with the proposed top of tunnel and box location shown on the drawing. It should also be expected to see other unknown material in the railroad embankment such as cinders or abandoned railroad ties which would be an obstacle for the tunneling operation.

As a closing comment, the very nature of tunneling brings an enormous amount of



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uncertainty to the table and does not allow for adequate redundancy to ensure the mainline track will remain in service at all times. UPRR will not approve a tunnel at this location.

Freddy Cheung, P.E.  
Senior Manager - Industry & Public Projects  
Union Pacific Railroad Company  
2015 South Willow Avenue  
Bloomington, CA 92316  
Tele: (909) 685-2264  
Fax: (909) 685-2289

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Tel: 888 888 8888  
www.abroads.com

### Attachment 3 Project Funding Plan

#### Tunnel Project

Funding Source	Preliminary Design/Envr.	Final Design (PS&E)	ROW Support	ROW Capital	Construction Support	Construction Capital*	Construction - Railroad Labor	TOTAL
SBCAG DISCRETIONARY								
2010 STIP-TE						\$1,477,000		\$1,477,000
Measure D	\$300,000	\$500,000						\$800,000
OTHER								\$0
City of Santa Barbara		\$206,000						\$206,000
State Competitive Grants (HSIP)					\$300,000	\$600,000		\$900,000
Other								\$0
UPRR							\$500,000	\$500,000
Totals Costs for Tunnel Project	\$300,000	\$706,000	\$0	\$0	\$300,000	\$2,077,000	\$500,000	\$3,883,000

Additional Funds Needed for Bridge Replacement (est.)	\$50,000	\$150,000	\$50,000	\$500,000	\$450,000	\$4,500,000	\$500,000	\$6,200,000
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#### LEGEND:

- Funds deposited with SBCAG (spent on Environmental and Preliminary Design)
- Committed Funds to Project
- Future Programming Actions by SBCAG or Commitment from Others



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## **Attachment 4 Annual Project Update and Status Report**

The following is an update of the progress toward fulfillment of the Conditions of Approval for the Coastal Development Permit for the Operational Improvement Project on State Route 101, between the Milpas and Hot Springs/Cabrillo Interchanges (CDP2004-00013). The original CDP for the project was issued on December 16, 2004 for two years. Caltrans reapplied for an annual extension in December 2006. Since 2004, when the CDP was issued, Caltrans and SBCAG have provided the City Planning Commission with annual updates. The last annual update was presented to the Planning Commission in April 2009.

### **Construction**

In July 2008, construction began on the project and has continued steadily since that time. Over the last 2 years the project has been in construction many significant achievements have been accomplished such as having completed the following:

- Montecito Roundabout and Old Coast Hwy Sidewalk & Parkway
- Stage 1 and Stage 2 of the Sycamore Creek Bridge
- Stage 1 of the Milpas St Bridge
- Opening of new SB 101 Milpas St Hook off-ramp & Improved SB 101 on-ramp
- Sound Wall at Tennis Stadium
- Sound Walls from Salinas to Milpas St
- Sycamore Creek wetland mitigation site near Dwight Murphy Field/SB Zoo was completed in the fall 2008.
- Completion of NB 101 Auxiliary Lane from Cabrillo to Salinas St
- Stage 1 construction at Cacique Street Under-crossing & improvements to NB 101 off-ramp at Milpas St.
- Signalization of the intersection and improvements at the SB and NB 101 off-ramps at Hot Springs Rd/Cabrillo Blvd.
- Improvements to NB 101 on-ramp at Cabrillo Blvd.
- Construction of the Hwy 101 SB third lane between Milpas St. and ½ mile past Hot Springs Rd., including new safety barriers and drainage improvements in the median and shoulder areas

### **Community Outreach during Construction**

Since our last update to the City Planning Commission, SBCAG, Caltrans and the City of Santa Barbara staff have continued a cohesive team partnership for coordinating construction activities. Main efforts during construction have focused on regular (bi-weekly and sometimes more frequent) construction updates that have been well received by subscribers and community members. Bi-weekly updates are posted to the project website [www.SBROADS.com](http://www.SBROADS.com), hotline at 1-888-SB-ROADS, and on AM 1610 Highway Advisory Radio specific to the project. SBCAG also, in the summer of 2009, released a one-year update of construction with detailed project information that was mailed to residents and businesses between Santa Barbara and Carpinteria.



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SBCAG continues to add new stakeholders to our list of people wanting to receive our regular project updates, which currently is approximately 1,000 recipients and continues to grow. SBCAG and Caltrans are committed to continuing this effort through the remaining phases of construction.

Special efforts have also been undertaken during periods of intense construction operations that generate noise, such as pile driving or result in changes to traffic patterns. Ongoing weekly media outreach and coordination with key interest groups remains a key priority.

A new improvement completion event was held October 21, 2009 for the Montecito Roundabout. The event was well attended and covered by local and regional news media. Participants included the Montecito Association, Coast Village Business Association, elected officials, and community members.

### **Right of Way and Utilities**

Caltrans secured the necessary rights from all property owners in order to begin construction in 2008. However, this required in some cases, filing condemnation suits that are on-going. In other cases, the right of way contracts negotiated with owners had provisions that require on-going coordination during construction to limit disturbance, impact and access. Caltrans and SBCAG continue to coordinate on these issues, in particular since SBCAG is responsible for funding all right of way capital and utility costs. One particular case, in which the State condemned on an owner, is still in litigation as the respondent has filed an appeal to the just compensation settlement.

On the utility front, most relocation work has been completed. Many were relocated prior to construction; however a significant number of utilities had to be coordinated during construction operations. Remaining utility work is in the area of the Cacique Undercrossing which involves both private utilities and City of Santa Barbara utilities.

### **Landscaping Project**

Caltrans, as required by State policy, separated out the landscaping elements of the project (except for those near the Montecito Roundabout) and prepared a separate design and bid package. This allows for the roadway contractor's bonding not to be tied up for the extended plant establishment period (up to 3 years) and provides for a more finite scope of landscaping work that could potentially foster a more competitive bid environment.

The landscaping project was scheduled for award in June 2010. The sequence of work on the project has been segregated into two stages. The first stage of work would be done between Cabrillo-Hot Springs area and north to Sycamore Creek. This work would not begin until later this summer 2010 at the earliest and will be done initially as most of this area will no longer be under construction as part of the existing highway project. The second stage of landscaping would occur in the Milpas Corridor and south to Sycamore Creek.



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#### **Sycamore Creek Mitigation Site**

SBCAG and Caltrans reported in the 2009 annual update that the wetland mitigation site that identified in the project CDP and planned for Sycamore Creek near the Dwight Murphy Park was completed in the fall 2008 as part of the construction project. Since that time the mitigation site has been well-established.

#### **Traffic Management Plan: Curb Your Commute**

SBCAG's Traffic Solutions division developed a project specific demand management program called "Curb Your Commute" to provide solutions to commuters and employers during the construction time period of this project. The program was launched in February 2008 when nearly 120 businesses made pledges as part of the initial event to look at ways of providing improved commute programs or to personally change their commute habits.

Since the beginning of construction, Traffic Solutions launched the following programs and/or implemented the following services:

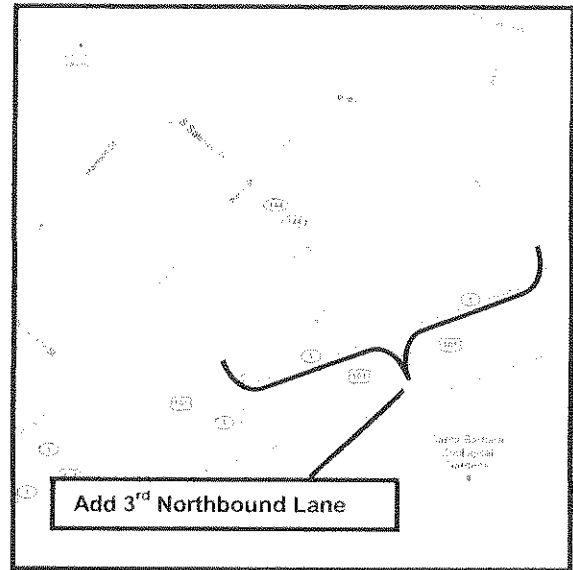
- Trip Rewards in March/April 2008 which was the employer commuter benefit matching program
- Premium Vanpool Service was launched in August 2008
- The Commute Challenge was held in August and September 2008, with a media event at the Santa Barbara Train Station
- Wifi was added to the Coastal Express buses in August 2008
- Carpool for Cash was implement twice in 2009, in the early spring and later in the fall
- Commuter Challenge was implemented during May and June 2009



## Attachment 5 Northbound Third Lane – Vicinity of Salinas Street

In June 2010, both Caltrans and SBCAG were contacted by the Montecito Association (see Exhibit A) expressing an interest in accelerating the construction of the third northbound lane in the vicinity of the Salinas Street Ramps.

Both agencies replied that while this was not in the original scope of the Milpas to Hot Springs project, there is an opportunity for a substantial public benefit if the work can be incorporated into the current construction contract (see Exhibits B and C). The widening in this area is currently being proposed as part of the future South Coast HOV project. The third lane would provide an improvement in traffic flow much sooner than originally planned, with potential cost savings due to the availability of the contractor on the site. A key element of this strategy is to determine the City's support of this change, and establish conformance with the Coastal Development Permit already issued by the City for the project.



Construction of the third lane northbound in this vicinity would require the reconstruction of the Salinas Street off-ramp and on-ramp. The ramps would be shifted closer to the newly constructed sound walls both north (near Sunrise RV park) and south (near municipal tennis facility) in order to provide room for the widening. The new ramps would be designed to conform to current Caltrans design standards to provide the proper merging and deceleration lengths. Caltrans has conducted a preliminary design study of this concept and has estimated cost for the additional work at approximately \$2-3 million. However, there may be realization in economies of scale that would reduce costs by incorporating into the existing construction contract. Caltrans and SBCAG are exploring ways to obtain the needed funding, most likely Measure A funds since the improvement is within the parameters of what is being studied as part of the South Coast 101 HOV project.

South Coast  
101

In order for the work to be completed as part of the current construction contract and allow Highway 101 users to reap the congestion relief benefits this work would provide as early as possible, the construction would need to begin by April 2011. This would give the contractor the necessary time within the schedule constraints and available resources of the on-going project to deliver the Salinas St ramp improvements successfully. In order to initiate work by April 2011, it would be expected that the City Planning Commission would need to take final action on the Coastal Development Permit at its February 2011 meeting. Caltrans, SBCAG, Mayor Schneider and city management met on September 8<sup>th</sup> to discuss the viability of the



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Salinas St improvements and discuss next steps. The meeting attendees concluded that the opportunity warranted further exploration and that the next step would be to bring the concept before the City Planning Commission at the October 14th meeting to determine if permitting could occur within the constrained time frame outlined above.

At the meeting on October 14<sup>th</sup>, Caltrans will be able to explain more details on the design study for the Salinas St. improvements. In general, Caltrans has indicated that drainage improvements would be required, including conversion of a portion of the open concrete channel to an underground storm drain, as well as modification of several flood release panels. Lastly, it is anticipated that a small segment (approximately fifty feet in length) of the sound wall near the Salinas St off-ramp would need to be reconstructed all within Caltrans right of way.

In addition, the freeway median approximately 1000 feet in each direction north and south of Salinas St. would have to be narrowed. This would include a section up to 450-600 feet long that may not be wide enough to provide planting. This median is currently slated for planting as part of the Milpas Hot Springs landscaping contract that is intended to begin work in November 2010. Caltrans will continue to look at options to maximize the planting opportunities in this area when a presentation is scheduled for planning commission on October 14<sup>th</sup>.

Caltrans and SBCAG look forward to the City's response to determine whether this opportunity can be realized.





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## Exhibit A



May 12, 2010

### 2010 Officers:

Peter van Duinwyk  
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William Palladin  
1st Vice President

Elsa Allen  
2nd Vice President

Monica Brock Petersen  
Secretary

Gene Ginser  
Treasurer

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Evan Asseker

Elsa Allen

Harlene Baum

Tim Bostow

J. W. Cline

Monica Brock

Mindy Thompson

David Kemp

Richard Nordlund

William Palladin

Monica Brock Petersen

Rogerman Street

Gene Ginser

Peter van Duinwyk

Jean van Wittenberg

Lois Weider

### Honorary Directors:

Ralph Baden

Sally Kinsler

Robert V. Meghreslian

Nazmi Schwartz

Richard Thiglscher

Jean Wells

### Executive Director:

Victoria Greene

### Office Coordinator:

Carol Gelo

### Office:

1400 E. Valley Road

Santa Barbara, CA 93106

P.O. Box 5178

Santa Barbara, CA 93150

Tel: (805) 964-3026

Fax: (805) 964-4147

info@montecitoassociation.org  
www.montecitoassociation.org

Rich Krumholz, District Director  
Caltrans, District 5  
50 Higuera St.  
San Luis Obispo, CA 93401-5415

Dear Mr. Krumholz:

The Montecito Association urges you to begin efforts to complete the last missing portion of the third northbound 101 lane between Hot Springs Road and Milpas Street at this time, rather than deferring this work for completion as part of the 101 High Occupancy Vehicle Lane Project.

The design of the Highway 101 Operational Improvements Project between Hot Springs Road and Milpas Street retains an incomplete portion on the third northbound lane in the vicinity of Salinas Street. Automobiles entering the northbound highway from Hot Springs must merge into the two existing lanes prior to the Salinas Street off-ramp. After passing the Salinas interchange Highway 101 widens to the three lanes that continue through Santa Barbara. If this missing third lane section of approximately 200 feet were completed, this merge could be avoided and Highway 101 would become three lanes immediately after the Hot Springs on-ramp.

It is our understanding that this void in the third lane resulted from an initial assumption that to complete the third lane in this area would require acquisition of expensive real estate that would cause the project to exceed funds available. The way the design has developed, as indicated by the completed second work, this additional real estate would not be required. It appears that this section could be completed for a very modest cost if a design exception for insufficient shoulder width was approved.

Again, we urge you to separate the Salinas segment from the larger 101 Widening Project and begin work to address this missing gap as soon as possible.

Sincerely,

Peter van Duinwyk, President

CC: Supervisor Sandra Campbell  
Mayor Helene Schneider  
Jim Kemp



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## Exhibit B

STATE OF CALIFORNIA - DEPARTMENT OF TRANSPORTATION  
ARND BRUNSWIG, Director

### DEPARTMENT OF TRANSPORTATION

500 HILL STREET  
SANTA BARBARA, CA 93101-5415  
PHONE: (805) 436-3101  
FAX: (805) 349-7229  
TTY: 711  
<http://www.dot.ca.gov/dt205/>



*"Flex your power,  
be merge efficient"*

June 14, 2010

Peter van Duinwyk  
President  
Montecito Association  
P.O. Box 5278  
Santa Barbara, CA 93150

Dear Mr. van Duinwyk:

#### NORTHBOUND ROUTE 101 AT SALINAS STREET

This is in regard to your correspondence to the California Department of Transportation (Caltrans) expressing the Montecito Association's support for completing the missing portion of the third northbound lane of Route 101 at the Salinas Street ramps, and including this work in the current Milpas to Hot Springs Project, currently in construction.

Completion of the missing portion of the northbound lane was discussed during the development of the Milpas to Hot Springs Project. However, the Project scope was limited to include only auxiliary lanes due to the community's opposition to adding lanes at that time. The long term plan for the Salinas Street Ramps has only recently been explored in conjunction with studies for the South Coast HOV Project, which is still under development and will not reach construction for several years. The scope of the South Coast HOV Project includes extending the third northbound lane. Listed below are some of the related issues and challenges with regard to the construction of the additional portion of the third northbound lane:

- Widening Considerations and Project Scope: Closing the gap in the third northbound lane at this location would not consist of a short widening as suggested, because the Salinas Street ramps occupy the space needed for the third lane. In addition to the 1000 feet of new northbound lane and shoulder, widening at this location would require a complete reconstruction of the Salinas ramps to move them closer to the soundwalls; major modifications to drainage; and modifications to the median to the left of the northbound lanes. Preliminary studies indicate this work is feasible within the boundary of the newly completed soundwalls, however, final details and approvals are incomplete.

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Peter van Duijwyk

June 14, 2010

Page 2

- Environmental Impact Review. Although there may be few, if any, new environmental impacts with the inclusion of the above work, the original Environmental Impact Report for the Milpas to Hot Springs Project did not include this work. Additional environmental study and documentation would have to be completed to comply with NEPA and CEQA regulations.
- Coastal Development Permit. The City of Santa Barbara has issued a Coastal Development Permit for the Milpas to Hot Springs Project. The permit would need to be modified to allow for this additional scope, without substantial new project conditions.
- Funding Source. The cost for this additional work is estimated at \$2-\$3 million. The Milpas to Hot Springs Project's construction funds are not sufficient to cover the additional modifications. The funding source to cover the expense of the widening and related improvements is yet to be determined. Caltrans will work in coordination with our funding partner, the Santa Barbara County Association of Governments (SBCAG), to review funding options.
- Local Government Support. Before investing significant staff resources to this effort, Caltrans will seek indications of support from the SBCAG Board of Directors and the City of Santa Barbara. We will discuss the feasibility of your suggestion with our local and regional partners.

Thank you for bringing forth your suggestions and for your continued interest in improving mobility along the Santa Barbara Highway 101 corridor. Should you have additional questions, please contact David Beard, Project Manager, by calling (805)549-3016, or email to David\_Beard@dot.ca.gov.

Sincerely,

RICHARD KRUMHOLZ  
District Director

- c. Salud Carbajal, First District Supervisor  
Helene Schneider, Mayor, City of Santa Barbara  
Jim Kemp, Executive Director, SBCAG

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## Exhibit C

# (SBCAG)

santa barbara county association of governments

260 North San Antonio Road, Suite B Santa Barbara, CA 93101  
Phone: 805/961-6200 Fax: 805/961-6901 www.sbcag.org

June 18, 2010

Elissa Atwill, President  
Montecito Association  
1469 E. Valley Road  
Santa Barbara, CA 93108

Dear Ms. Atwill:

I am responding to the letter expressing the Montecito Association's support for completing the last segment of the third northbound 101 lane at the Salinas Street ramps between Hot Springs Road and Milpas Street at this time, rather than including this work as part of the 101 High Occupancy Vehicle Lane Project which will begin construction in several years.

I have received a copy of Caltrans District 5 Director, Rich Krumholz's, letter to the Montecito Association on this issue and agree with him that the proposal has merit and should be further explored. SBCAG staff are looking into potential funding options to advance this project either as part of the current Milpas to Hot Springs Operational Improvements project, or as a new separate project.

Since the City of Santa Barbara has Coastal Development permit jurisdiction for this segment of the 101, it is important to have the City's support for this approach as well. As the next step we will contact the City of Santa Barbara's Transportation Planning staff to inquire about their views on this issue.

I also encourage the Montecito Association to contact Mayor Schneider and the other members of the Santa Barbara City Council to directly express the Association's support for this project and urge the city to take an active role in supporting efforts to advance this segment of the 101 widening.

I hope this information is helpful to you. I look forward to working with the Montecito Association on this important issue.

Sincerely,

Jim Kemp  
Executive Director

cc: Rich Krumholz  
Helene Schneider, Mayor, City of Santa Barbara  
Salud Carbajal, SBCAG Chair/First District Supervisor

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